



PROVISION FOR POST-PROJECT EVALUATIONS FOR THE UNITED NATIONS
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EVALUATION REPORT



UDF- PER-09- 344 ±Press electoral coverage in Peru

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Disclaimer

The evaluators are solely responsible for the content of this publication, which should in no case be considered to reflect the views of UNDEF, Transtec, or any other institutions and/or individuals mentioned in the report.

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I.

civil society stakeholders about the role of the press as a watchdog in combating electoral fraud and in democracy-building.

The project yielded mixed results in terms of efficiency and cost-benefit. Its technical management failed to implement an efficient strategy for capacity-building emphasizing monitoring of results and indicators. The coordination team ensured that planned activities were implemented, but failed to adopt corrective measures to address problems that arose during the course of the project—

opportunity to learn about the benefits of investigative reporting and the right of citizens to access public information.

f The project had a fit with the beneficiaries. The teachers and investigators contracted by IPYS had solid backgrounds and a high degree of professionalism, which is reflected in the quality of the content, materials and tools created.

f The project by that effects. Targeted results and goals were partially achieved. Beneficiaries failed to take advantage of their training by initiating investigative inquiries or requests for public information. The feasibility of these indicators was not assessed. The project's methodological focus was not well adapted to its qualitative goals.

f The project had a high efficiency. Despite the quality of the teaching team and materials, beneficiaries made only minimal use of their training. The project suffered from

capitalize on factors that might contribute to more satisfactory levels of ownership among beneficiaries (see Conclusions vi, vii).

II. INTRODUCTION AND DEVELOPMENT CONTEXT

(i) *The project objectives*

This report presents findings from the evaluation of the *Press electoral coverage in Peru* project, implemented by the Press and Society Institute (IPYS). The project ran from February 1, 2011 to January 31, 2013.² The United Nations Democracy Fund (UNDEF) provided a grant of US\$150,000, \$15,000 of which was retained for monitoring and evaluation.

The project aimed to

Article 2.4 of the Constitution of Peru guarantees freedom of opinion, information and expression. Beyond this, the Law on Transparency and Access to Public Information (Law 27806) and the 2004 Radio and Television Law (Law 28278) are the sole legislative texts relating to the communications media. The former was passed in 2002 with the intent of “promoting transparency in acts of the State and regulating the fundamental right of access

When you think about what news to report, you do it on the basis of newsworthiness informed by your political perspective, but the point is that the editor should think about what a citizen ought to know, and provide that information.... This is why it's so important that journalistic

Tarapoto, Pucalpa, and Yurimaguas; b) Puno, with participants from Juliaca and Puno; c) Trujillo, with participants from Chepen, Pataz, Chiclayo, Ascope and Pacasmayo; d) Iquitos, with participants from Nauta and Requena; e) Cajamarca, with participants from Celendin, Chota and Haulgayoc, and f) Chiclayo, with participants from Jaén and Trujillo. Online courses reached a wider audience, since not only journalists but also professors of communication from various universities participated.



Workshop in Trujillo, 2011

Through these interventions, the project aimed to improve the quality of journalistic practice, hoping to effect a change in attitudes among the beneficiary groups. For each component, the project document identified risks that could hinder the achievement of results and proposed remedial action that were partly implemented mostly because of contextual restrictions as detailed in the chapter on effectiveness. Still, given the local context and the extremely difficult circumstances that affect press activity in the intervention zones, some of the indicators chosen were overly

(ii) Logical framework

The logical framework presents the sequence and logic of intervention, articulated in terms of activities completed, results achieved, the general objective, and the long-term development objectives:

Production of training modules;
Implementation of 6 training workshops in poor regions (coast, jungle, and highland) on journalistic techniques for investigating electoral issues and on access to public information.

IV. EVALUATION FINDINGS

(i) Relevance

The project objectives were relevant, given the need to enhance the role of media outlets and journalists in Peruvian electoral processes. As indicated above, democratically-oriented reporting remains lacking, particularly in provinces in the interior with high poverty indices.



Workshop in Puno, 2011

(ii) Effectiveness

The project was somewhat ineffective. Although nearly all planned activities were [REDACTED] Director of IPYS put it during the initial interview: “this project appears simple, but is fundamentally very complex.” In fact, it is a good example of the type of intervention that requires long-term development before yielding significant tangible results.

Project activities were rolled out in accordance with the established plan. Training activities comprised two components: (a) six workshops in five cities located in provinces in the [REDACTED]

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The Project trained our teams of journalists in rural areas. They, in turn, were able to replicate this training for others who work in remote hamlets.

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during the campaign. The debate was highly fruitful, enabling the participants to compare and evaluate the quality of information provided to the public.

Result 4⁶ was designed to raise awareness among journalists and civil society stakeholders about the important role of media in democracy. The civil society actors interviewed note the success of the project in highlighting the press' role as a watchdog in combating electoral fraud, which remains a concern in spite of efforts to modernize the Peruvian electoral system. Nevertheless, they were unable to identify key issues for investigative inquiry.

(iii) Efficiency

Analysis of efficiency factors makes it possible to assess the coherence between the budget requested in the project document, the level of project execution and the cost/benefit achieved. IPYS, founded in 1993, is an organization known for its contribution to the improvement of editorial standards in the media and to transparency in public affairs in Peru and Latin America in general. The organization has a highly-qualified team of professionals in the areas of information access and investigative journalism, topics that are among the Institute's primary interests.

IPYS retained a coordinator for technical management, who was assisted by a qualified team of experts and investigators. In February 2012, she decided to leave the country and abandon the project, requesting leave without pay; in November 2012, she tendered her resignation. This situation led to a certain discontinuity in the coordination of the intervention, as there was no transition phase to transfer responsibilities or perform a detailed assessment of progress and problems in project implementation up to that point. The coordinator's replacement was on maternity leave at the time, which delayed her incorporation into the project. A member of the technical team managed the interim phase.

While this disruption did not directly affect the execution and coordination of activities, it

Out of a group of 45 participants, we ended up with five trained reporters. Pathetic but true.

Ricardo Uceda, Director IPYS

The *two online courses* generated high-quality information and tools in the areas of investigative journalism and access to public information. The beneficiaries now know:

that they have the right to access public information; mechanisms to increase transparency; what information is public, how to request it, and how to proceed if such information is denied;

what it means to conduct an investigation; they are able to do this using ICT;

which government agencies provide public services; they recognize that information belongs not to the State but to citizens;

that they have the backing of IPYS, the only institution in Peru that engages in strategic litigation.

Another positive impact worth noting is the utilization of and value placed on online content by *beneficiaries in positions of responsibility in the media, government agencies, and/or academia*:

for example, a professor who manages a Lima university's web portal⁸ on public administration and teaches a course on regulation and the media says that he has read, for the first time, the Law on Transparency and Access to Public Information, has added a module on regulation to the university portal, and has supplemented its content with other information;

similarly, at another university, a professor in charge of training communications specialists in journalism and audiovisual communications has used knowledge gained in the course to supplement the content of his training programs;

in Congress, one legislator's personal assistant says that she took the course to increase her knowledge about the Law on Transparency and Access to Public Information, which has enabled her to improve the way she handles complaints received by her employer and better understand the problems involved in accessing public information in the provinces.

(y Sain ability

In the organizational sphere, IPYS is well-recognized at both national and regional levels not only for its professional prestige, but as the only organization that litigates against the State. IPYS is a member of the Regional Alliance for Freedom of Expression, made up of important Latin American civil society organizations dedicated to defending and promoting freedom of expression and access to public information in the region. Similarly, IPYS's database of investigative reports, which systematically collects information about press inquiries to strengthen investigative journalism, is another initiative that has nourished the Institute's deep roots in the hemisphere. The project has reinforced both this network of contacts and IPYS's institutional presence, especially in the provinces.

The Handbook is based on the IPYS database of investigations. We selected all the cases related to electoral fraud. We tried to categorize the examples, presenting the theory but at the same time showing how cases are made.

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All of these are positive indicators of IPYS' institutional sustainability that80057004C0052>3<00510044>E

V. CONCLUSIONS

Based on the analysis of the evaluation questions, the primary conclusions of the evaluation mission can be summarized as follows:

(i) The project increased the practice of investigative journalism. The five cities where the project intervened are in very poor areas, with a weak and limited advertising grid. These provinces lack strong media outlets, which is symptomatic of a lack of institutions. Many independent journalists have no professional training and practice journalism under extremely adverse conditions where security is an issue. The project succeeded in highlighting the role of the media in combating electoral fraud, offering concrete tools to reveal and combat the diverse faces of corruption.

(ii) The project met the needs of beneficiaries. Demand for training is very high, since journalists have little time and the opportunities for training are few. The workshops provide excellent information about the benefits of investigative journalism and the right of citizens to access public information. The opinions expressed by the beneficiaries interviewed confirm the relevance of the topics addressed. Many of the interviewees had been unaware of their rights, and for some it was their first online training.

(iii) The project established a first national IPYS has a lengthy track record and substantial competencies in this area and fields highly professional teams (major media directors and advisors).

significant number (277) of independent journalists (both male and female), offering them first-rate information about the importance of the watchdog role of the press in combating electoral fraud. Some beneficiaries holding important positions in media outlets, government agencies and/or academia have taken advantage of the knowledge gained. Even reporters who have failed to do so now recognize their rights and have a foundation for improving their journalistic efforts. IPYS looks to organize initiatives to capitalize on this experience.

(ii) The project has had its beneficiaries enhance their skills. IPYS seeks to refocus its training strategy on more qualitative components to improve the results of its courses. The Institute does not appear to have

- Improving the operation of the virtual platform, with a view toward its continuity beyond the end of training—IPYS should have a permanent virtual platform and someone with the expertise to train beneficiaries in its use and in information management (see Conclusions iv, v);

(iii) Create a monitoring and strategic support

Level. Bearing in mind that training courses are a primary component of its intervention strategy, IPYS should design protocols for monitoring and strategic support. Specifically, all training efforts should include: (a) mechanisms for analysis and monitoring of indicators that would permit the evaluation of effects and the qualitative gains (or losses) resulting from training; (b) support systems, for example adding local tutors who could evaluate the extent to which lessons and knowledge imparted enhance (or fail to enhance) the professional experience of beneficiaries. These mechanisms have the advantage of favoring qualitative processes, which can be progressively tailored to the profile of beneficiaries so as to maximize achievement of the results and objectives (see Conclusions v, vi).

(iv) Capitalize on experience

The poor project results demonstrate a need to strengthen the capacity for taking ownership among beneficiary groups. To this end, IPYS needs to analyze and leverage the positive and negative lessons learned during the many years of its interventions. This would involve identifying and analyzing positive factors, such as those that should be improved (and also those that should eventually be phased out) to derive lasting benefits from all this cumulative experience. The integration of such factors in its capacity-building can

ANNEX 2: DOCUMENTS REVIEWED

- o *Project documents:*
 - Project document, Mid-term and Final narrative reports submitted by IPYS;
 - Milestone Verification Mission Report ;
 - Financial Report;
 - Web site: <http://www.ipys.org>; <http://bipys.com>;
 - Report of a Special Review of the project, Sotomayor Guzmán y Asociados, Asesores Consultores, Cobertura Electoral en el Perú, February-October 2012 and October 2012-January 2013;
 - List of participants in online training courses.

 - o *Materials published within the project framework:*
 - Methodological guide for training courses;
 - Materials and modules produced during project execution;
 - Power point presentations used in training courses;
 - Presentation of the analysis of press coverage during the national elections of April 2011;
 - Several articles about information processing and use in the 2011 campaign.

 - o *Other documents reviewed:*
 - Los conflictos sociales en Perú, IPYS, Iquitos, 2012;
 - Supreme Decree N° 072-2003-PCM, Regulations of the Law on Transparency and Access to Public Information;
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ANNEX 4: ACRONYMS

CSO	Civil society organization
JNE	Jurado Nacional de Elecciones (National Jury of Elections)
IPYS	Instituto Prensa y Sociedad (Press and Society Institute)
NGO	Non-governmental organization
ONPE	Oficina Nacional de Procesos Electorales (National Office of Electoral Processes)
UNDEF	United Nations Democracy Fund
UNFPA	United Nations Population Fund
UPC	University for Applied Sciences
